

Publications of the Child Welfare League of America, Inc.

Bulletin

A monthly periodical for organizations and individuals interested in child welfare, especially the welfare of dependent and neglected children. Published monthly except in July and August. Sample copy free upon request. Annual subscription..... \$1.00

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BULLETIN

JANUARY, 1942

Winning the Battle on the "Home Field"

MARGARET G. BONDFIELD

Chairman, Women's Group on Public Welfare in England

IN GREAT BRITAIN we have been fortunate in that the crusading spirit has been organized into practical voluntary organizations which advocate specific reforms, for example, child welfare, and help to administer them when they become law.

The war situation in Great Britain found these voluntary organizations united in a determination that in defeating the Nazi enemy on the battle field, we would not allow him to win in the home field; that we would endeavor to preserve and improve the living conditions of our people and that in the process of building up civilian defense we recognize that the defense of personality, of respect for the individual, is vitally important. We set ourselves to preserve the identity of the voluntary groups who had pledged themselves to the aid of our country while fitting themselves into the national plan. We agree that in war the ultimate authority rests with the Government; nevertheless at such a time the Government needs more than ever people who are prepared to experiment and improvise and who are able to provide leadership under the new and strange conditions of life created by air warfare.

Undoubtedly the last two years of war has shown a growth of responsibility among ordinary citizens which is a tribute to the valuable educative work done in the long years of service to the community by these voluntary groups. The trials we have undergone have revealed a strength of mind and spirit and a quality of living which have given us great hope for the years ahead—the hope that by these qualities of living *now* we are in fact shaping the future.

One of the most important jobs done by the voluntary workers has been to tackle the problem of hugeness, to make the neighbor feel that although the problems are so vast and although discussion roams all over the world on subjects of importance to millions, nevertheless he, as an individual, is also important. The charwoman's attitude toward her neighbor,

the housewife's attitude in the shelter, the behavior of the retail clerks and the customers, these things are terribly important and the individual's choice to cooperate for the common good is really the bed-rock basis on which to build the new world. Perhaps the most outstanding result of this neighborliness expressed in individual activities has been its effect upon the children. Medical men testify to the fact that very few children suffer from shell shock or from any fear complex as a result of air raids and we think it must be because there are so many parents and helpers who, showing no fear themselves, are keeping the children free from fear. Fear can be an infection sweeping through crowds. We have proved that it can be eliminated by individual effort. Teachers have helped greatly by rehearsing games, etc., which can be played in the shelter so that the siren becomes just a signal for this special performance. The tiny tots have a game which begins with "Run, Rabbit, Run," and they all trot down in line, singing lustily!

When we consider the youth group, we frankly recognize that we are faced with an extremely difficult problem. While most of the youth of our country are superb in the way in which they help in every possible way, there are some who take advantage of the blackout and of the suspension of home discipline to form gangs of mischief. They swell the numbers brought before the magistrates. The break-up of the family influence by the departure of the father into the Services or into distant work places, sometimes also the departure of the mother to some form of essential work, leaves the young wage earner, who can leave school at the age of 14 years, without anchorage unless he can be persuaded to link up with the youth organizations, such as the Boy Scouts, the Girl Guides, Boys' and Girls' Clubs, which exert a good influence and develop helpful ways of living.

Probation officers, social workers and education-

ists are striving to grapple with this "gang" problem by organized work and play in the shelters during the black-out.

One development long overdue is the residential school camp. There are now more than 50 of these which take the city children into the new world of the country. I hope and believe these schools will remain a permanent addition to our public system of education. There is no doubt about the benefit which this experiment in rural community life confers upon the children. They are alert, enterprising and eager to take responsibility. They become part of the rural community, helping the farmers, decorating the church for harvest festival, giving dramatic performances, etc. They learn to wash and mend their own clothes, to handle their own money. The older girls "mother" the younger ones. There is a visiting day for parents when the girls act as hostesses. The improvement in health is remarkable. In many areas the evacuated children who are billeted with housewives and who attend the local schools also show great improvement, but it is not so easy to ensure an equally broad and varied educational programme as is possible in the residential school camp.

In circular 1567 the Board of Education has urged local authorities to cooperate in supplying a meal at midday for all children. The cooking kitchens of the British restaurants are prepared to deliver this meal to the schools and other appointed places. It is expected that at least one million children will be getting this hot meal daily during this year. These social services are carried through in wartime by the cooperation of willing volunteers and through official staffs in a true community spirit.

It is one of the miracles of our time that we have been able to avoid epidemics and we can show that the general health of our country is better today than before the air battle began. We very naturally dreaded the appearance of serious epidemic disease in the unusual conditions in which people were living, and in order to assist early diagnosis we established a system, under the management of the Medical Research Council, of more than thirty emergency public health laboratories covering the whole country. Some of these laboratories were new creations; others, which had been in existence for years, were brought into the scheme. As a result, every Medical Officer of Health has now a first-class laboratory within a maximum radius of thirty miles. Not only does the laboratory do all the bench work needed, but the staff go out and help with the field work. I will end with a quotation from a document issued by our Ministry of Health.

"One of our fears was that, with the inevitable damage to water mains and sewers by bombing attacks, there would be a great increase in the incidence of typhoid fever. Happily this fear has not been realized. . . .

"I am happy to say that neither in London nor elsewhere has there been any outbreak of typhoid fever due to damage to mains and sewers as a result of air raids. On the other hand, we have had quite a number of epidemics of paratyphoid fever traceable in a majority of instances to infection associated with premises where bread and various kinds of pastries are made.

"The war has helped us to make real progress with our scheme for the immunization of children against diphtheria. In November, 1940, the Government decided to issue supplies of A.P.T. free to all health authorities. That provided the necessary official backing and stimulus for the movement."¹

In addition to this fight against disease the recent report of the Medical Research Council states that—"Air raids have not been responsible for any striking increase in neurotic illness. Crude figures from hospitals and outpatient clinics even suggest a considerable drop Insanity has not increased, so far as figures are to hand Suicide has diminished both in England and in Scotland."¹

Finally we can report that "under the National Milk Scheme mothers and children under five may obtain a pint of milk a day at a price of a fraction more than three cents or, if need be, free. School children, under the Milk in Schools Scheme, may purchase, or be given without charge, in school, two-thirds of a pint daily at a cost of about one cent for one-third of a pint. These school children, together with young persons between the ages of fourteen and eighteen, may have delivered to their homes an additional half-pint of milk a day at the ordinary retail price (at present about eight cents a pint)

"A great deal of food educational work has been going on. The Ministry of Food and the Board of Education have taken a prominent part in this, and I cannot speak too highly of the way in which the teachers of domestic subjects have gone out into the homes and the market places to give instruction to the public. Large new groups of people are becoming to some extent social workers and I have no doubt the experience will be of permanent benefit to them."¹

As from British Library of Information
30 Rockefeller Plaza, N. Y. C.

¹ Jameson, Sir Wilson, "British Health Services in Wartime," condensed report printed in *Bulletins From Britain*, edited by The British Library of Information, New York City.

A Private Agency Looks at the End Results of Adoptions

LUCIE K. BROWNING

Supervisor, Foster Home Care Department, Children's Aid Society and Society for the Prevention of Cruelty to Children, Buffalo, New York

Paper given at New York State Conference, October, 1941

AN AGENCY such as the Children's Aid Society and Society for the Prevention of Cruelty to Children is in a strategic position to look at the end results of adoption. It is a private agency that does an adoption job and has a larger placement program devoted chiefly to the treatment of problem children. In its protective function it encounters a still greater number of problem children whom it seeks to help first in the home setting. We see the end results of adoptions in all of our functions. What we are seeing here I have seen in past jobs and I know that these same end results are encountered in Children's Courts, in the Guidance Clinics, and in the private practice of psychiatrists. In preparing this paper I looked over the children in our foster homes on a given month and found among them twenty-four adopted children whose adoptions had gone wrong and who were with us because they were definitely problem children. These twenty-four represent 10% of our total case load of children in foster homes in a particular month. An analysis of their problems brought out the fact that they fell into three distinctive groups: (1) those who had been adopted by non-relatives and where the placements had been made both by private individuals and placement agencies, (2) those adopted by relatives, and (3) those adopted by step-fathers. Each of the groups had elements common to them and not common to all three groups. However, there was at least one factor common to all of these adopted children, and which definitely played a major rôle in each and every adoption that has gone wrong. The adopting parents or parents whether a non-relative, a relative or a step-father, had not been able to accept the child fully and wholly for himself. Because of that the adopted child was destructively entangled in the emotions and fears of the adopting parent. This was so whether the child's past or his heredity was known or unknown. These analyses bear out our experiences and thinking over the years on adoptions gone wrong.

In the first group of the twenty-four children, there were nine who had been adopted by non-relatives. Seven of them were private placements and two were placed by child caring agencies.

These nine children, probably like all adopted children, showed when they reached adolescence a great

preoccupation with these questions: "Who am I?" "Who were my parents?" "Why did my parents not keep me?" They thought they were different from other children because they were not born to those they knew as parents. Although the adoptive family may have seemed to accept them fully, nevertheless they felt inferior and not a real part of the family group. It seems significant that the two children out of this group of 9 who were placed by child caring agencies were children to whom the agencies could not give satisfactory answers regarding their heredity. In one instance the paternity was unknown and in the other case there was that rare instance of a history in which there was nothing positive or helpful. The truth in this child's case was too ugly to be told. In the cases of the seven children who were private placements, the placements had been arranged quickly by people who did not realize that the tiny baby would grow up and very naturally want to know about his lineage. By the time they came to us in adolescence, it was in most instances too late to get their histories. The adoptive homes of these nine children varied—some you were certain were good and some were very bad. In some the child had been used by one parent to punish the other parent. In some the child had been definitely rejected by at least one parent, but these faults as we analyzed the children seemed to have been less destructive to them than had been the handling by the adoptive parents of little behavior problems that alarmed the parents unduly and aroused fear that the child was exhibiting the effects of a tainted heredity. Small faults took on an undue significance and the child reflected the alarm of the parents by saying, "My parents must have been bad and I am bad like my parents." There was a desire to be loyal to the adoptive parents and a strong curiosity about their own parents. This curiosity met only "hushes" and mystery. To the adoptive parents the curiosity took on the color of disloyalty and ingratitude. Had they known all about the child's background they might have satisfied that curiosity and also have been spared fear of the unknown heredity. Like the child, they were at a great disadvantage. Problems of both the child and adoptive parents piled up. In the child's case, he came to carry an intolerable burden

of doubt and fear, a burden of emotional complications that finally found expression in delinquent behavior that brought him to us. We have learned that it is rather ridiculous to think you can satisfy an adopted child by saying, "Out of all the children in the world we chose you," and expect that to bring a sense of complete security in his adoptive family. When the adoptive parents tell us that their child has never asked about who he is, we raise our eyebrows (at least mentally) and wonder what torture of fear and doubt the child has undergone that he does not dare to ask this question, a question he must be longing to ask, yet is afraid to do so.

The case worker of today must do far more than select an A home for an A child or a B home for a B child. It is not enough to satisfy ourselves that there are healthy harmonious relationships in that home, that there is no fear of illegitimacy, and all the other things we have been trained to look for. We must see to it that the adoptive parents have full information about the child's background and we must help them to use this information wisely when the right time comes. We must help them to accept the fact that the time will inevitably come when the child will want to know who he is. We must help them to accept that his questions about himself and his real parents are natural curiosity and not disloyalty. It will be helping them to accept the child as an individual in his own right, and consequently to acknowledge his right to know who he is. And I mean really to know who he is. There is still another step to be taken early in preparation for the future. In about 50% of the cases before a surrender of the child is taken, we are now preparing the own parent, in some cases both parents, and at times other relatives for the child's curiosity in later years. We tell them that the time may come when the child will want to know their names and perhaps to see them. In most instances we are given permission to get in touch with them if and when that time comes when it is important to the child to see them. What will be the results we do not know. In the two instances of which I know, where the adoptive child did meet his natural parent, the meeting was beneficial to all and the ties between the children and the adoptive parents were in no sense weakened or even threatened.

Tommy's adoptive parents are very proud of Tommy's heredity. It is something for them to live up to and in the future to pass on to him. Tommy's parents gave him up because they were convinced that it was best both for him and for themselves. The adoptive parents know the reasoning and feel-

ings back of the surrender of the child. They are understanding of and sympathetic toward the situation of the own parents. This knowledge gives them strength and they are prepared to pass it on to Tommy if and when he wants it. The own parents were leading satisfactory and normal lives when we last heard of them. They accepted that some time Tommy may want to know them and they accepted this knowledge as a sort of challenge to become the kind of people in whom Tommy could take pride. On their own initiative they gave us permission to communicate with them if Tommy ever needs them and said they would notify us if they moved from the cities in which we last knew them to be.

Out of the group of twenty-four adopted children there were four who had been adopted by relatives. The problems of children adopted by relatives are illustrated in the case of Ann, whose mother was the black sheep of a respectable and stable family. After a history of promiscuity, with Ann the result of one affair, Ann's mother became insane. The mother's history was known to everyone in the family except Ann. It was the one skeleton in the closet, but a skeleton that rattled loudly all during Ann's childhood. Ann was adopted by an aunt. This aunt and her husband were stable, well-respected people. All during her girlhood, this aunt had been humiliated by her sister's behavior. She had lived in constant dread of some new notoriety. When Ann reached adolescence she was raped by her adopted sister's husband. In this act the man reflected the family's attitude toward the girl as one who was inferior to the rest of the group. The blame for the offense was placed upon Ann. It was assumed by all of the relatives that she had been the aggressor. When the affair became known to the aunt, she flared up in anger and poured out to Ann the whole story, that Ann was adopted, that the queer woman who sometimes came to see them was her mother, and that she was a "bad" woman. She even told Ann how her real mother had tried to kill her when she was born. The aunt had always identified Ann with her mother, the sister of whom she was ashamed. She had unconsciously been waiting for Ann to offend as her mother had offended. She had always resented Ann's very existence. When Ann became a very serious mental case, the family dropped her at once.

It is our practice, and a good one beyond any doubt, to look about us for a place in the family group for such children as Ann. There is validity in our thinking that a child may thrive best in its natural soil. But there may be a sour spot in an otherwise pleasant garden, and it is up to us to make certain that the

Ann's are not set down into such a spot. If we have the opportunity, and it comes frequently to those of us who work with unmarried mothers, we must make certain that the relatives who take the Ann's are not doing so merely from a sense of duty or to protect the family name by trying to conceal the circumstances under which the child is born. We must take the time and have the skill to work through with the relatives their feelings about the child's parents. It is up to us not to leave the child to suffer from the relatives' unsolved conflict between a sense of duty to one of the clan and their hostility toward the unconventional parent or parents of a little relative. As in other adoption cases, will they be able to accept the child as an individual in his right and not identify him with the parent of whom they are ashamed and who has perhaps brought them great distress and even humiliation.

And so we come to the third group, the out-of-wedlock children adopted by step-fathers. There were eleven such children out of our group of twenty-four. I would rather not separate these children from the far larger group who live with but are not adopted by the step-fathers. They make up such a large proportion of our "problem" children. The mere legality of the adoption act may have little significance beyond that of heightened emotion which when it dies down leaves bitter ashes. The step-father may seek to adopt the child in an effort to bind himself to a relationship the quality of which he is uncertain and fears. When those fears and doubts refuse to be downed this legal tie to a child he resents may only increase his resentment and rejection of the child. Yet we are rather apt to heave a sigh of relief when a young man presents himself with an offer of both marriage and adoption and to feel a false sense of a job well done when these acts are consummated and we write "case closed."

Two boys came to us via the Children's Court at about the same time and each at twelve years of age. Both were out-of-wedlock children, both adopted by their step-fathers shortly after marriage. Both had been known to social agencies whose records indicated that the case workers were pleased and satisfied with the turn of events. No one had talked through with these fathers why they were planning adoption or how they really felt about these little boys. The records showed that resentment of the children flared up very shortly after the marriages. The children were the cause of quarrels between the parents. The father and in-laws used the children to remind the mother of her past and to express doubt of her present behavior. When own children came, resentment

increased. It was quite natural that in such an environment the boys became delinquent.

One boy stayed with us only a short time, for the case worker was able to talk through with the step-father his attitude toward the child and the mother and the feelings back of that attitude. There was enough love of the mother and ability to understand a child's feelings for the father to accept the situation and so accept the child, but in the other instance there was too much bitterness. We could not even get to the step-father to discuss the situation with him, though the earlier record showed him to be a very approachable and reasonable person when the boy was a baby.

If such men can face before marriage the problems and feelings they may meet later on and come out of such an experience confident that they can accept the child as well as his mother and see in adoption of the child a token of that acceptance, then that child is truly fortunate in having found a real father. If we are in on the ground floor to help the man in such fashion, the case will probably remain closed.

Every increase in our case work skills should of course result in a decrease in the number of cases such as I have cited, but in spite of our case work skills we will continue to meet with too many adoptions that have gone wrong until something is done, some changes made in our laws, that will prevent well-intentioned individuals from making or arranging private placements without knowledge and understanding of the dangers involved. All the relatives of out-of-wedlock babies who use adoption as a means of covering up a family situation they fear will not come voluntarily to case workers for help. We cannot expect to meet in our agencies all the step-fathers who are adopting their wives' children, whether born in or out of wedlock. However, all of these adoptions do pass through some court. As long as it is possible for one person to transfer the control and possession of any human being to another person, merely by signing a paper before a notary with no more formality than is involved in the transfer of property, we can scarcely expect the new possessors of a baby to get off to the kind of start essential for good adoption results, that is, with full respect for the child as an individual with his own inherent rights and personality. We hope for the time when surrenders will be reviewed before the judge of a competent court of record before they can be effected and we hope that the preparation for such judicial reviews will be entrusted only to those with a certain amount of case work training. We hope that needed changes in our adoption laws will apply to and protect all children who are to be considered for adoption whether that adoption be by relatives, non-relatives, or step-parents.

BULLETIN

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Henrietta L. Gordon, *Editor*

The Bulletin is in large measure a Forum for discussion in print of child welfare problems. Endorsement does not necessarily go with the printing of opinions expressed over a signature.

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The League After a Month of War

A MONTH at war has passed, and America feels somewhat like the motorist who is picking himself up after his first collision. With certain damage already felt we are combining the zeal of the aggrieved with our usual motives and find ourselves eager to improve every aspect of our life which will strengthen our defense. This is a big order, and it is inevitable that we social workers at times will be as confused as industry in determining priorities in the use of time and money and the services which they represent.

The League is fortunate to have had its Board of Directors assembled for a full day of discussion on January 10. It was as profitable as any meeting held in the history of the League. Miss Katharine Lenroot enriched our discussions and thus helped the League to plot its course. Members of the Board and staff testified on conditions in various parts of the country. We have an awareness of needs and such agreement on policies as will help us to serve better our country and its children. The League will soon have in the possession of our member agencies and the readers of our BULLETIN some of the material presented to our Board and a summary of its discussion. A brief account of the meeting is included in this issue of the BULLETIN. Two special mimeographed bulletins soon will be ready for our members and affiliates.

Eager as we are to have our own publications used, we are equally zealous to promote the reading of some of the recent publications of the U. S. Children's Bureau. The January, 1942, issue of "The Child," the monthly periodical published by the Bureau, contains an article by Miss Emma O. Lundberg entitled, "A Community Program of Day Care for Children of Mothers Employed in Defense Areas." Reprints of this article may be obtained from the Bureau. Here is a basic statement which will be helpful to any person or group giving serious attention to this sub-

ject. However important may be the demands for more case workers, more institution workers, more automobile tires and more facilities for the care and protection of children, this one group of children in need of foster day care seems with us to stay. We are fortunate in having the Children's Bureau so quick to give us this help and so well prepared to add to material it has already released on this subject.

The designation of suitable plans and of a definite federal authority responsible for evacuations of children, if and when necessary, continues to be a concern to the League's staff and to some of our members. The President and the Executive Director of the League have kept in touch with those in Washington who carry such responsibilities for evacuation as have been clearly defined. This situation seems increasingly encouraging. On the day this editorial was written, your executive called on Dean James Landis, newly appointed to an executive position in the Office of Civilian Defense. He knows of the readiness of the League's staff and its network of member agencies to support loyally the Office of Civilian Defense and to help any other agencies of the government which may participate in planning on this or related subjects.

We are fortunate indeed in having a contribution in this issue of the League's BULLETIN from the Honorable Miss Margaret Bondfield. One of the world's greatest advocates for children, Miss Bondfield served as Minister of Labor in the British government of which Ramsey McDonald was Prime Minister. Her article expresses a generosity which cannot be properly recognized in a few words, but we do want her to have such thanks as can be here conveyed.

—HOWARD W. HOPKIRK

Regional Conferences of the Child Welfare League

The Midwest Regional Conference will be held February 4, 5, 6 and 7, 1942, at the Hotel Lowry, St. Paul, Minnesota. Mr. William D. Schmidt is chairman.

The Ohio Valley Regional Conference will be held March 12, 13, and 14, 1942, at the Hotel Statler, Cleveland, Ohio. Mr. William I. Lacy is chairman.

The New England Regional Conference will be held March 14 and 15, 1942, at the Hotel Biltmore, Providence, Rhode Island. Mr. Walter P. Townsend is chairman. Restricted to members and affiliates of the Child Welfare League and State Departments of Social Welfare.

Miss Lenroot Assists League's Board in War-Time Planning

Miss Katharine Lenroot, Chief of the U. S. Children's Bureau, was guest of the Board of Directors of the Child Welfare League of America at a special meeting held in New York City on January 10. She informed the League on some of the principal problems which have been recognized by the Children's Bureau and told of plans already laid for meeting these problems.

The Children's Bureau and the Child Welfare League have been cooperating in several projects, and additional cooperation, especially in matters pertaining to defense, is definitely anticipated. The League has been of some assistance to the Bureau in planning for the day care of children of working mothers, in its work on adoptions, its program for training schools and the Bureau's widespread Child Welfare Services. Miss Lenroot's contribution to the League's war-time planning recalled to those present her previous participation in such meetings when she served on the Board of Directors of the League.

A summary of the discussions of the day was made by Leonard W. Mayo, the President of the League. This proved so helpful that the Board requested Mr. Mayo to prepare such a statement for the League's entire membership.

The day's discussion was facilitated by two contributions from the staff. Mr. Hopkirk submitted an Executive Director's report, bringing the Board up-to-date on his activities, and especially with reference to the subjects of evacuations, the need for more case workers, the League's salary study being made by the Department of Statistics of the Russell Sage Foundation, and the need of social agencies for priorities in the purchase of automobile tires. Mrs. Henrietta L. Gordon reported results of a study now being made of trends in applications and in other demands for usual or new services for children.

The subject of foster family day care was effectively presented by Miss Grace Reeder, of the League's Board and Director of the Bureau of Child Welfare of the State Department of Social Welfare of New York. She reported on the work done for the U. S. Children's Bureau's Committee on Day Care of Children of Working Mothers, of which she and Mr. Hopkirk are members. She illustrated from experience in the State of New York the rapidly increasing demand for day care, and especially foster family day care, stressing the need for case work wherever day care is set up.

The Board approved a budget for 1942 which al-

lows continuation of the League's present staff, but does not allow any additions or any repetition of the employment of extra temporary field staff which was a feature of our work in 1941.

A New Demand on the Placement Agencies

THE present war emergency which is calling women into industry is burdening the foster family placement program with a new demand. Some working mothers are asking for the placement of their children in order that they may feel freer to go to work. It may well be that the failure of day care programs to serve the increasing numbers of children of working mothers is in a measure responsible for requests for placement. As one agency wrote us:

"If this agency provided foster day care service, I think we would be flooded by applications. Since we do not, the pressure we feel is in foster home placement."

It must be recognized, however, that behind a request for placement may lie problems of relationship between these parents and their children, with which they need help.

The League's "Standards for Children's Organizations Providing Foster Family Care" states as one of the basic principles:

"... that care of the child away from his own family is justified only if no real home exists, as in cases of complete orphans without relatives, foundlings, or some children born out of wedlock; where financial aid and case work service have not been able to assist the parents sufficiently for them to meet the child's needs; where the child may have already developed serious health, behavior, or personality problems which the family is not able to handle or which can be treated only in a different environment; and where problems arising out of the child-parent relationship may require a period of separation in order that necessary treatment may be determined and carried out."

Yet in some cases, particularly when the mother has the means to pay for the care of her children, placement is made readily available. More than that, direct arrangements between mother and foster mother are sometimes encouraged.

This gives rise to many questions. If this type of service is to be developed, is the mother to pay the foster mother directly? Will she take care of the health problems herself? How much supervision will an agency give? What value will such supervision

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THE BOARD MEMBER SPEAKS—

WHY CASE WORK IS NEEDED IN DAY CARE FOR CHILDREN IN THIS EMERGENCY

Defense activities throughout the country have intensified many of our social problems, but we who are primarily interested in the welfare of children must view with particular alarm the rising trend of employment of women.

Day nursery care for children of working mothers has been part of our social planning for the past eighty years, but for a great number of these years nurseries gave merely custodial care to any child whose mother had a job. Case work services, implying a careful intake and discharge policy, guidance and counseling of families, health supervision and referral to other agencies, have become a fundamental part of our nursery programs only in recent years. During the depression years, with marked unemployment, much of our day nursery service was curtailed. What we lost in quantity, however, we have gained in quality, for today we recognize trained case work service as part of accepted standards for good day care.

This change in the philosophy of day care for children has been based largely on a change of emphasis. We have ceased to think of the child merely as an individual who needs care. We have come to consider him a member of a family unit, whose separation from that natural unit, though partial and temporary, involves the whole family group deeply. Therefore, any program for such care must have facilities for careful planning which takes the whole family into consideration. It seems particularly important, in this time of national emergency, to hold fast to standards which we worked so hard to found. Since the conservation of stable family life is the basis of our democracy, it follows that care which is given to children away from normal home influence and training must be undertaken only after serious consideration of all the factors involved, and should, in most cases, be looked upon as a temporary plan.

In many of its aspects the case work service that is part of the day care of children differs little from that of foster family care agencies. Many mothers apply for day care for their children because of financial stress, emotional or health problems, or marital difficulties. It is at intake that the highest case work skill is frequently called upon.

In the first interview the worker can often get a clear enough picture of the family difficulty to warrant referral to another agency. Family service,

health work, legal advice or full time care, public assistance or other help, is often indicated in this interview. In many cases a discussion of the family problem with the social worker will help a person to analyze her own needs, and will enable her better to weigh the loss of her influence and training of her own children against the frequently all too small monetary gain which her working would produce. Plans can sometimes be worked out with the mother to have relatives care for the children and many parents withdraw their applications in favor of making their own plans. This careful intake policy is of vital importance in insuring that all means of keeping the child with his mother have been explored before accepting the child for care.

After the child is accepted by the agency, a mutual agreement as to the amount the mother can afford to pay for her child's care is determined, based on the family budget. Counseling service to the family must be continued along with the supervision of the child as long as he is in the agency's care. The health of the child must be watched carefully, as well as his general behavior and physical and emotional development. Frequent consultations with the mother help her to understand her child's difficulties and problems. Advice in regard to household management, meal planning, budgeting the family income, and safeguarding her own health tend to lessen considerably the strain on the mother who must work all day and yet carry her household duties at night. Often the case worker helps the mother solve her own problems so that she can assume the full-time care and responsibility of her family, and re-establish her normal home life.

And perhaps this can be considered the goal of case work in the day care of children. It is to diagnose the problem, to face and alleviate the need, but always to work toward the time when the family can assume full responsibility for the child.

With industries all over the country clamoring for women workers, let us remember that "mothers who remain at home to provide care for children are performing an essential patriotic service in the defense program," and if mothers must work, case work service must be provided which will serve to uphold the great tradition of the American home.

—MRS. FRANCES L. E. RUEGG

*Member of the Board of Trustees,
First and Sunnyside Day Nursery, Philadelphia, Pa.*

Trends in Applications for Service

Requests for information about trends in demands for new services or expansions of usual services have led to a brief study which relies largely upon a questionnaire sent to a small group of member agencies on December 26, 1941. Mrs. Henrietta L. Gordon submitted a preliminary and partial report of this study at the meeting of the League's Board of Directors on January 10, 1942.

—H. W. HOPKINS

EVEN before our entrance into the war, problems for parents and children became aggravated and multiplied because of the exigencies of the defense program. Some communities soon found themselves called upon to create ways and means of helping families faced with difficulties. In time, as one of the coastal agencies observed:

"All of the professional and board people (must) realize that there are bound to be changes and shifts in program and we must be ready to adapt to whatever fits into the community needs."

What are some of these new problems? What plans are being evolved to meet them? Has there been an increased need for foster day care? Are plans for evacuation being considered? In what way can the League be prepared to give guidance and leadership to its member agencies and the communities they serve?

Such questions were submitted to 25 of our member agencies on the East and West coasts. In addition, the Information Service had arranged this year that chairmen of the regional conferences report to the BULLETIN trends and developments within their regions. Information from these two sources, plus replies to the recent questionnaire on board rates, have been used as a basis for this report.

The reports reveal that the greatest demand for service is for the care of children of working mothers. This need has been felt increasingly during the past six months. The reports show that between 14 and 40 applications for day care were received in one month in some relatively small communities. From the West coast we hear that:

"The only child welfare group to date whose function was seriously affected prior to the declaration of war was the day nurseries and nursery schools."

There is evidence of the urgent need for service to children of working mothers in all parts of the country. The following replies from the various sections, from California to New Jersey and from Maine to Florida, show not only how widespread is the need for this service, but how limited are the available resources for serving these mothers and children.

"We understand that there has been an increased demand for foster day care but do not have any figures on this."

* * *

"1941 has necessitated services for day care which were not asked for in 1940."

* * *

"... from our discussions of the last few weeks it seems that demands for care of children of working mothers are increasing. The interesting part about this is that in a good many situa-

tions it is not that the mother has started to work and, therefore, needs to make plans for her children, but that the mother has heretofore been able to hire help to look after the children while she worked, but now is unable to get people to come into the house to look after the children."

* * *

"The subject of day care was not a part of a community plan but has developed rather suddenly since about the first of September. We have not been able to render services for all of these requests and if we do plan for that we will require additional staff. This staff member must be professional."

This is an especial problem for the Negro mothers and children for whom facilities are the more limited, as this report indicates:

"There has been discussion at meetings of the Richmond Community Council of the great need for foster day care for colored children."

So great is the need that every type of day care is being called upon. Some:

"... ask for foster day care since the nurseries are full and can take no more children."

A greater flexibility of program is called for if working mothers are to be served, for the more usual working hours of 8 to 6 for day care will not meet the present situation. Where that flexibility is not possible so that the working hours of parents do not coincide with the hours when day nursery care is available, the development of a foster home day program becomes a necessity. In some areas such a program is under way, as this reply shows:

"Our agency handles the applications for nursery care for white children. In many instances the nursery cannot fill the need because of the mothers' hours of work. We are using foster day care to a small extent."

The lack of sufficient facilities for day care stimulates increased numbers of applications for placement.

All over the country mothers are beginning to ask for foster home and institution placement as a solution to the problem of the care of their children.

"We have a great many applications to board children so that mothers can go to work. Many of them have secured jobs in defense industries located at quite a distance from Newark and want their children boarded here because they don't know the agencies in the community where they will be employed."

* * *

"The figures show that although our intake was approximately the same, our child placing cases increased 75%."

* * *

"Need for expansion of programs of child caring agencies which give temporary care because of increased number of mothers who seek and find employment."

Placement of children so that their mothers may go out to work is a departure from accepted practice.

We cannot too easily overlook the principles that a child's own home is the best medium for his development, and that children "should not be deprived of home life except for urgent and compelling reasons." Placement has been given as a service to families where parents for physical or emotional reasons could not carry their responsibilities to rear their children. Serious consideration must be given to the whys and wherefores of this contemplated extension of child placement in foster homes and institutions. Adequately trained staff is needed so that the applicants can be helped to understand what the service they are asking for may mean to them and to their children. They need to be helped to work through the first feelings of panic due to not finding readily the day care help they need.

Alternative plans must be soberly evaluated if the children are to be spared unnecessarily traumatic experiences.

Besides evaluating whether placement is a good plan for children of working mothers, one must take into account the serious problem of a shortage of foster homes. From coast to coast we hear that:

"Agencies apparently are feeling the effects of the present situation by having difficulty in getting foster homes."

The replies to the questionnaire on board rates told graphically that all over the country, and particularly in areas of expanded defense industries, the housing shortage caused families either to move into smaller apartments or to rent rooms to defense workers, often at such exorbitant rentals as \$20.00 per week per room. The foster family care program cannot cope with such competition.

It is interesting to note that pressures have not created new problems. They have merely intensified and vastly multiplied the need for already existing services. In some sections of the country, problems of delinquency and unmarried motherhood have already doubled. The increase was noted before the declaration of war.

"... the Municipal Judge told a consultant of child welfare that while he had not checked for specific count, he was confident the number of young runaway girls brought before him had doubled during the past year over the year before."

An agency tells us that for the month of November, 1941, the applications from families included requests for help for 86 children as against 41 in 1940, and that they accepted for care 65 children in 1941 as against 36 in 1940. From another agency we hear that the applications for services to unmarried mothers have increased beyond all expectations.

In some cases this pressure for service is yet to make itself felt. One small community feels that it

has not yet been affected because of its very size, while another feels it has been affected for that reason because parents are learning to work elsewhere and are asking their community for help, uncertain as to what resources they may find in the community.

Problems of budget to meet increasing needs for service are being faced. Budget curtailment is inconsistent with responsible acceptance of the need to support and increase present welfare programs as part of our national defense efforts.

"Our budget has been cut 5% by the Community Chest and we are in no position to add to our staff"

wrote an agency, while it tells of increased applications for help. Others tell of similar conditions. From the public field we learn of difficulties in securing budget appropriations.

It is encouraging to find that some agencies have increased salaries and board rates because of the increased cost of living.

One rather unexpected trend was reported:

"... persons who had applications in to adopt children are in some cases withdrawing them, and the number of new people coming in is decreasing. Some of those who have been in have decided not to go ahead with adoption at the present time, saying the future is too uncertain for them to accept new obligations. Some are afraid of community reaction as to their undertaking this type of obligation that might seem to prevent military service."

One wonders whether this decrease in applications for children for adoption may, through a lessening of pressure from the community, enable agencies to put into practice higher standards of service than are now widespread.

There is some increase in applications for aid to non-residents. The school situation, as the housing situation, is serious in that the resources are inadequate to meet unplanned-for population increases. The problem becomes the more troublesome because of the attitude of local officials. As one agency puts it:

"Local county commissioners do not consider these imported residents as their responsibility."

One agency calls attention to Miss Katharine Lenroot's memorandum on "Defense Program for Children in the United States," in which she states that special services should be provided in military as well as industrial areas. It goes on to say that:

"The Governor is encouraging the schools to open their gymnasiums, playgrounds and other recreational facilities, and to initiate and promote extra-curricular activities and recreation programs for youth."

This is a crying need, if we are to curb juvenile delinquency accompanying disruption of civilian and family life. Increased child labor is another challenge to social planning. Some children are leaving school before completing their vocational training because of an increased opportunity to secure jobs. This is a

double-edged sword for it may also affect the wage scale, since youth is generally expected to accept lower wages than adults who might still be available. The problem is expected to be an increasing one. As one agency writes:

"While there are no present child labor problems in our state, they will undoubtedly arise as the impact of the war situation makes itself felt by more people. In rural sections there will undoubtedly be a shortage of labor because of defense industries and the induction programs. With the demand for an increased production of food supplies, more work will be required of growing children."

This increased call for service brings us face to face with another serious problem, the need for trained personnel. Public and private agencies alike are being affected, as these statements indicate:

"One of the needs most apparent, with reference to child welfare, is a crying one for social services. Provision is made for more services under C.W.S. in the counties, but trained workers are not available."

* * *

"New services have not been assumed. Services for day care placement are needed, both for foster day care and parent-child home placements but we do not have adequate staff to add to this service."

The necessity for additional trained staff does not arise out of new needs. The problems have been with us ever, to a lesser degree. Only our concern over the possible need to evacuate children is comparatively new. And even with this problem we have some acquaintance through our relationship to the British situation.

Even a minimum of privately arranged evacuations of children can be expected to create applications for service in states like Minnesota, from which an agency tells of being called on to care for children from the West Coast. Agencies on the coasts are participating in planning with civilian defense committees and committees appointed by such governmental agencies as state departments of social welfare. Some agencies see their responsibility clearly, as the one which wrote:

"We have not made any plans for evacuation and do not intend to. We consider that our responsibility is to learn from the proper authorities what plans have been made and report these to foster parents and parents."

There is indication that parents too are calm about this question, and will take what leadership we can give them. We must all know that much harm can come from unnecessary and poorly executed evacuation plans.

Agencies are also being asked for reassurance by foster parents as to their responsibility with regard to evacuation plans. Although generally the replies recognize the advisability of cooperation with Federal, State and local defense authorities, some agencies have begun to formulate a program of evacuation.

How seriously guidance is needed by agencies may be gathered from one reply stating that the parents of each child under care have been consulted about what evacuation plans they have made. Relatives and friends to whom they would like children taken are listed by this agency and each worker has a duplicate file with instructions regarding each child. The agency seems unaware of the undesirable effect upon families of such efforts or of the needless apprehension which they create.

SUMMARY

While the basis of this report is too limited to warrant a comprehensive statement of trends in applications for service, there is ample evidence that the urgency of the problems described requires serious attention.

1. The overwhelming numbers of children of working mothers needing day care challenge every resource that sound community planning can make available.
2. Increase in the number of applications for foster family care, especially where day care resources are inadequate, calls for the establishment of such intake service as the League traditionally recommends to insure for each child the care he needs.
3. A shortage of foster homes, especially in areas of expanded defense industries, is troubling agencies. This is complicated by increased cost of living which necessitates an increase in board rates.
4. Increase in delinquency and in unmarried motherhood are anticipated and are already concerning some communities. Every community resource for intriguing youth off the streets and into healthy, supervised activity is needed. In some communities, schools are opening their doors for afternoon and evening activities. More of such local recreational opportunities are needed.
5. With an increased need for services, trained personnel is essential. Schools of social work and our agencies have a responsibility to find ways of solving this serious problem.
6. Evacuation of children should be encouraged only as Federal, State and local authorities find it necessary and so recommend.
7. The need for an adequate social service program under trained leadership is straining the budgets of both public and private agencies. This leads to the conclusion that those who are committed to the principle that in time of crisis existing welfare services must not only be supported, but extended to meet growing needs, must see to it that funds for such services are available.

BOOK NOTES

BASIC CONCEPTS IN SOCIAL CASE WORK: Herbert H. Aptekar. 201 pp. 1941. University of N. C. Press, Chapel Hill, N. C. \$2.50.

In this book is to be found a clear, simple explanation of a psychology of social case work, which stresses, together with understanding of human behavior, the worker's relationship with the client in the case work situation with service through use of the specific function of the agency. Besides regard for analysis of the problem beyond the need verbalized by the client, this approach emphasizes the dynamic process through which the client may be enabled to accept help.

Differing greatly from the manipulative process of earlier days, this psychology respects the individual and his right to use or to reject the services which the case worker can offer through his agency function, as a fundamental part of the case work process.

The author recognizes that case work has borrowed much from the field of psychotherapy, and that knowledge of the larger aspects of human behavior must be a part of the case worker's equipment. Most skilfully he makes clear the distinction between the rôle of the psychotherapist and that of the case worker offering the specific social service which is the function of his agency.

Basic concepts, such as those of ambivalence, will and denial, relationship, movement, projection and identification, and the case work situation are presented in easily understood terms with a simplicity which is not superficial. For example, the chapter on relationship, introduced by a deliberately oversimplified statement of what happens when two people get together in an every-day relationship, is developed to put on the case worker responsibility in his professional relationship for disciplined use of himself and his skills in a controlled and purposive way.

The author expresses fine feeling for the differences of thinking in the social work group and recognizes the controversial nature of certain of his statements of "basic concepts." He states in the preface, "I believe that the more clearly our differences emerge the more rapidly a synthesis of various existing schools of thought will take place."

There is abundant use of case work material to illustrate each particular concept. Since the book presents concepts of case work applicable to all services, one might wish that the case material could have been selected from various fields rather than being limited to the family case work field. However, these concepts as clarified by exposition and case material

can readily be adapted to the case work situations of an agency placing children in foster homes, carrying a protective function, or engaged in child welfare services. In the simplicity of its statements of basic concepts, this book will doubtless be of particular value for student use. It seems to me to make a definite contribution to social work literature in its clear exposition of a psychology of social case work.

—RUTH WEISENBARGER

*Executive Secretary,
Children's Bureau of Delaware*

Available for Circulation to Members and Affiliates

STUDY OF ADOPTION PRACTICES IN FOUR INDIANA COUNTIES, issued by the Indiana Department of Public Welfare, 1941.

A CHALLENGE TO CASE WORK, by Elizabeth Woodruff Clark, *The Family*, January, 1942.

COOPERATION BETWEEN THE DAY NURSERY WORKER AND THE PSYCHIATRIST, by Dr. Gerald H. J. Pearson, *The Family*, January, 1942.

SUPERVISION OF THE EXPERIENCED CASE WORKER, by Lucille N. Austin, *The Family*, January, 1942.

A COMMUNITY PROGRAM OF DAY CARE FOR CHILDREN OF MOTHERS EMPLOYED IN DEFENSE AREAS, by Emma O. Lundberg, *U. S. Children's Bureau*.

New League Publication

A STUDY OF BOARD RATES: Based upon replies to a questionnaire received from 115 of the League's member agencies. Compiled by Henrietta L. Gordon, January, 1942. Price, 25 cents.

A New Demand on the Placement Agencies

(Continued from page 7)

have if the responsibility for the service is divided? Does this service become little more than one similar to the room registry service? How serious a threat to family life may this constitute?

Agencies are wondering what are the disadvantages of this plan over the day nursery service. To be sure, parents have every right to choose the way in which they will solve their problems. It seems imperative, however, to have a skilful intake service so that parents may have an opportunity to explore the various resources available to them, their own motives for asking for one type of service as against another, and to consider what the service they select will mean both to themselves and to their children. Only in this way can we help them select the service they really need and which may mean a minimum of trauma for themselves and for their children.